



Northeast Nigeria Strategy

EMERGENCY RESPONSE AND RECOVERY (2019-2021)



Cover picture: In Maiduguri, northeast Nigeria, Falmata Bukar is living in a transitional shelter provided by CRS for families displaced by violence. Of the 10.2 million people in need of humanitarian assistance in the region, 63% are children. Photo by Michael Stulman/CRS

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OVERVIEW

The crisis in northeast Nigeria is one of the most severe in the world today. Across the six affected states of Borno, Adamawa, Yobe, Bauchi, Gombe and Taraba, it is estimated that 10.2 million people are in need of humanitarian assistance, of whom 52% are women and girls. Children make up 63% of those in need of help. The most acute humanitarian needs are concentrated in Borno—and areas near its borders in Adamawa and Yobe—where the crisis shows no sign of abating.

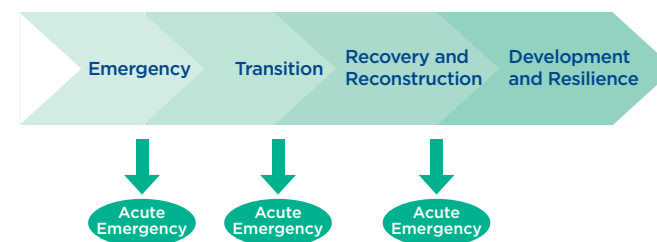
In July 2016, CRS launched an emergency relief operation in Borno, providing vulnerable families with humanitarian relief through comprehensive programming to assist them with food, living supplies, water, sanitation and hygiene (WASH), and shelter. As the humanitarian crisis has moved into the Early Recovery phase, CRS Nigeria is recalibrating its sectoral focus and geographic approach. This revised strategy is designed to guide the CRS senior management team in rapid decision-making, and support field teams in the implementation of lifesaving resilience programming.

Since mid-2018, the context has changed dramatically due to the emergency of a well-armed, well-organized Boko Haram splinter group, Islamic State West Africa Province (ISWAP). More than 100,000 new internally displaced people, or IDPs, have fled their

villages since late 2018, most having taken refuge in Monguno or Maiduguri. CRS expects this trend to continue throughout 2019.

Phased approach

CRS Nigeria has identified four phases of the response: (1) Emergency, (2) Transition, (3) Recovery/Reconstruction, and (4) Development/Resilience. A fifth phase, acute emergency, will continue to be a common thread throughout the life of the intervention, and will be attended to through contingency planning.



1. UNOCHA; Nigeria: 2018 [Humanitarian Needs Overview](#), November 2017

PHASE DEFINITIONS

As families and communities move along the trajectory toward sustainability, the following criteria will define each phase of the emergency, and what needs to be in place for a community to move into the next phase—ultimately informing CRS’ programmatic approach. Each of the four phases is defined by the following parameters: conflict level/security, institutional capacity, leadership, availability of services, access to services, condition of infrastructure, and population movement.

	Emergency	Transition	Recovery/Reconstruction	Development/Resilience
Conflict-level/ security	<ul style="list-style-type: none"> Highly unstable Frequent security incidents 	<ul style="list-style-type: none"> Stable Infrequent security incidents 	<ul style="list-style-type: none"> Very stable Few to no security incidents 	<ul style="list-style-type: none"> Very stable No security incidents
Institutional capacity of official structures	<ul style="list-style-type: none"> Regular institutions* not functional or active Emergency response-related institutions might be active 	<ul style="list-style-type: none"> Regular institutions available, but not fully functional Emergency response-related institutions functional and active** 	<ul style="list-style-type: none"> Most institutions functional and active, but require support and strengthening 	<ul style="list-style-type: none"> All institutions functional, active and require minimal support
Leadership	<ul style="list-style-type: none"> No clear leadership or weak leadership Decision-making is fractured and inconsistent 	<ul style="list-style-type: none"> Population organized with clear local leader Few or no links to institutional leadership Decision-making is inconsistent 	<ul style="list-style-type: none"> Clear, strong leadership linked to institutional leadership Consistent decision-making 	<ul style="list-style-type: none"> Clear, strong leadership linked to institutional leadership Consistent decision-making Robust leadership structure (VDC/WDC, Emir/Shehu>DH>Ward Head>Village Head)
Access to services	<ul style="list-style-type: none"> Lack of services (health, nutrition, food security, WASH, education, markets, shelter, non-food items) 	<ul style="list-style-type: none"> Services provided primarily by aid actors 	<ul style="list-style-type: none"> Services provided primarily by government institutions with support from aid actors 	<ul style="list-style-type: none"> Services implemented fully by government institutions with minimal support from aid actors
Access to services	<ul style="list-style-type: none"> Access to services for vulnerable groups is nonexistent. Lack of crosscutting interventions (gender, protection, disabilities, psychosocial support, elderly support) 	<ul style="list-style-type: none"> Access to services for vulnerable groups is weak Crosscutting themes implemented but weak 	<ul style="list-style-type: none"> Access to services for vulnerable groups is strengthening Crosscutting themes implemented fully, primarily by aid actors 	<ul style="list-style-type: none"> Access to services for vulnerable groups is strengthening Crosscutting themes implemented fully by official institutions
Condition of infrastructure	<ul style="list-style-type: none"> Infrastructure is damaged or partly functional 	<ul style="list-style-type: none"> Infrastructure is partly functional and mostly provided by aid actors 	<ul style="list-style-type: none"> Infrastructure is being rehabilitated/reconstructed and is mostly functional 	<ul style="list-style-type: none"> Infrastructure is fully functional and operated by the government
Population movement***	<ul style="list-style-type: none"> Movement is fluid High influx and outflow of IDPs/refugees 	<ul style="list-style-type: none"> Outflow stable and influx high IDPs/refugees are returning to their places of origin or are relocating 	<ul style="list-style-type: none"> Little to no influx or outflow of IDPs/refugees 	<ul style="list-style-type: none"> No influx or outflow of IDPs/refugees Population is fully settled

* VDC/WDC, LGA, MDAs (PHC, MoH, ADP, MoAg, RRR, etc.) state government SEMA, and NEMA

** SEMA, NEMA, PHC, LGA, RRR, etc.

*** Roads, power, water, schools, banks

IMPLEMENTATION APPROACH AND TRIGGERS FOR MOVEMENT BETWEEN PHASES

	Emergency	Transition	Recovery/Reconstruction	
Implementation approach	Partnership	Working with local NGOs, when appropriate, their focus being on community sensitization and activity monitoring	Gradually delegating responsibilities such as trainings to local NGOs	Working through local NGOs to which programming responsibilities are delegated
	Private sector	Working with the private sector, when appropriate (local vendors, service providers)	Engaging the private sector to outsource services such as rehabilitation	Linking beneficiaries to the private sector for sustainability of services
	Market approach	Delivering assistance through the market	Supporting the market	Strengthening the market
	Engagement with institutions and leadership	Coordination and information sharing	Coordination and information sharing	Strengthening the institutions
	Crosscutting issues	Protection, gender and inclusion are mainstreamed into programming; the emphasis is put on access to services	Protection, gender, inclusion and social cohesion are mainstreamed into programming	Full-scale protection, gender, inclusion, youth and social cohesion programming is implemented
Types of intervention	<p>Food security and nutrition</p> <ul style="list-style-type: none"> • Food assistance (voucher, in-kind) • Referrals • Sensitization • Infant and young child feeding messaging <p>Shelter and NFI</p> <ul style="list-style-type: none"> • Emergency shelter • Disaster risk reduction • Non-food items <p>Water, sanitation and hygiene</p> <ul style="list-style-type: none"> • Sanitation • Water provision • WASH non-food items • Women's hygiene kits* <p>* Underwear, bucket with lid, rope, pegs, pack of reusable pads, detergent for washing. Modifications are underway to include bath soap and wrapper.</p>	<p>Food security</p> <ul style="list-style-type: none"> • Market-based e-voucher – Move to partial ration <p>Livelihoods and agriculture</p> <ul style="list-style-type: none"> • Asset restoration • Business grants and livelihoods diversification • Cash for work • Seed system security • Improving agricultural production • Pest management <p>Shelter</p> <ul style="list-style-type: none"> • Transitional shelter • Housing, land and property • Disaster risk reduction • Shelter and settlement non-food items <p>Water, sanitation and hygiene</p> <ul style="list-style-type: none"> • Sanitation • Water provision • WASH non-food items • Health • Nutrition • Maternal and child health 	<p>Livelihoods</p> <ul style="list-style-type: none"> • Asset restoration • Vocational skills • Financial education • Strengthening social safety nets • Access to financial services <p>Agriculture</p> <ul style="list-style-type: none"> • Seed system security • Improving agricultural production • Pest management <p>Shelter and infrastructure rehabilitation</p> <ul style="list-style-type: none"> • Housing, land and property • Semi-permanent/rehabilitation/permanent • Community infrastructure 	<p>Water, sanitation and hygiene</p> <ul style="list-style-type: none"> • Sanitation • Water provision <p>Health</p> <ul style="list-style-type: none"> • Systems strengthening • Nutrition • Maternal and child health <p>Governance</p> <ul style="list-style-type: none"> • Advocacy – For humanitarian assistance to reach areas of greatest need • Capacity strengthening – Identifying capacity and bridging gaps • Community-level structure strengthening – linked to local governance
Triggers for progression	All transition-phase criteria are met plus: <ul style="list-style-type: none"> • Beneficiaries have stable food access • Livelihoods opportunities exist in the communities 	All recovery-phase criteria are met plus: <ul style="list-style-type: none"> • Beneficiaries are food secure and meet their basic needs • Beneficiaries have regained basic assets 	N/A	

CRS will vary its implementation approach through phase progression from emergency to transition to recovery/reconstruction. This variation will cover partnerships, private sector engagement, market systems approaches, engagement with institutions and leadership, and crosscutting issues. This table captures key intervention types for each phase.

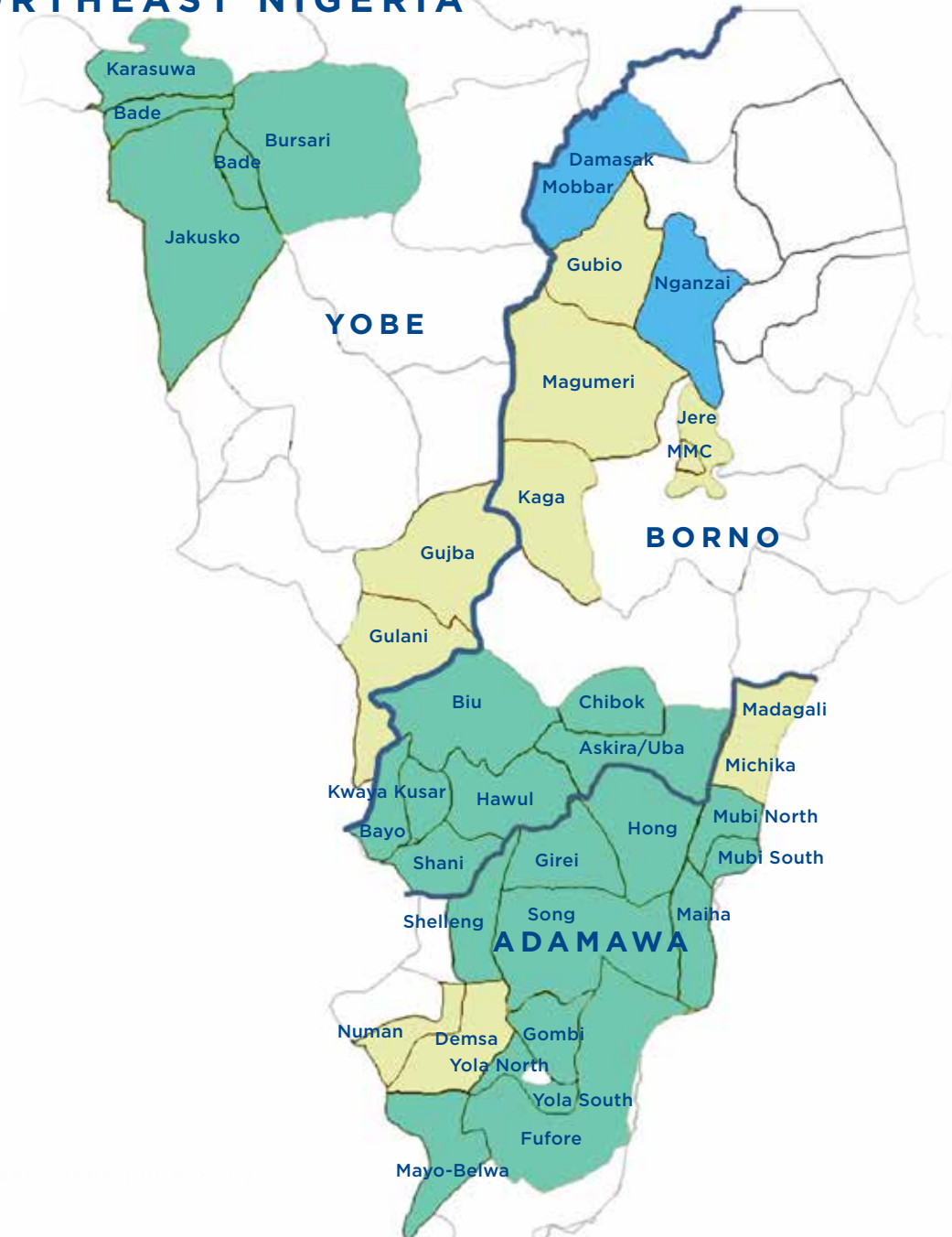
GEOGRAPHIC PRIORITIES

CRS and its partners will provide relief and recovery assistance to families in the most affected parts of the focal states: Borno, Yobe and Adamawa. Within these states, priority Local Government Areas (LGAs) are categorized through a zonal approach:

- **Zone 1** = Priority emergency programming
- **Zone 2** = Priority transition programming
- **Zone 3** = Recovery programming

State	Emergency	Transition	Recovery
Borno	<ul style="list-style-type: none"> • Nganzai • Mobbar 	<ul style="list-style-type: none"> • Damasak • Gubio • Magumeri • Kaga • Jere/MMC 	<ul style="list-style-type: none"> • Biu • Hawul • Askira/Uba • Bayo • Shani • Kwaya Kusar • Chibok
Yobe		<ul style="list-style-type: none"> • Gujba • Gulani 	<ul style="list-style-type: none"> • Bursari • Karasuwa • Jakusko • Bade
Adamawa		<ul style="list-style-type: none"> • Michika • Madagali • Numan • Demsa 	<ul style="list-style-type: none"> • Gombi • Hong • Song • Mubi (N/S) • Maiha • Yola (N/S) • Mayo Belwa • Fufore • Shelleng • Girei

NORTHEAST NIGERIA



CROSSCUTTING ISSUES

CRS' Integrated Human Development framework underpins this strategy, which focuses on human dignity and provides a holistic approach by comprehensively addressing the needs of families and communities. Through its programming, CRS and our partners will ensure:

- Robust monitoring, evaluation, accountability and learning, or **MEAL**, activities and processes to swiftly adapt strategies and interventions, with special attention given to establishing accountability mechanisms and learning in order to improve equitable assistance delivery.
- The safety and dignity of—and access by—all beneficiaries and target communities to a **protection mainstreaming framework**.
- A minimum standard of **gender**-responsive planning, implementation and evaluation processes as outlined in CRS' global gender strategy.
- Adequate staff knowledge, attitudes and skills related to gender integration and protection mainstreaming, with a focus on working in areas with a high prevalence of sexual and gender-based violence.
- The integration of **staff-care** measures to promote well-being, and safeguarding staff from exposure to unnecessary threats to their physical and emotional health.
- That **good governance and peacebuilding considerations**—including how CRS and our partners engage with leadership at all levels (local, LGA, state and national)—are mainstreamed into program development and design to ensure that all groups, including youth and women, are included in decision-making.
- That **social cohesion** is strengthened among community members to avert continued conflict and disaster. This will be done throughout the participatory community-led planning of basic infrastructure, conflict reduction and disaster risk reduction. This will also promote community strategies for social cohesion and risk mitigation at the household and community levels.
- Integration of information and communications technologies for development, or **ICT4D**, solutions to improve the accuracy and timeliness of monitoring data, and improve the efficiency and effectiveness of CRS responses.



CRS helps internally displaced people such as Bashar Kachalla and his family, as well as families in host communities.
Photo by Dooshima Tsee/CRS

PARTNERSHIP

In line with its guiding principles, and according to the commitments set forth in the **Grand Bargain**² as part of the World Humanitarian Summit, CRS will continue to support **local partners** and the Caritas Internationalis (CI) response in NE Nigeria by employing joint implementation where possible; ensuring strong coordination at the local, regional and national levels; and continuing to invest in partners' institutional capacities, including cash preparedness and coordination. CRS will gradually transfer ownership of programming to local partners as their capacities improve.

2. The Grand Bargain is an agreement between more than 30 of the largest donors and aid providers, which aims to get more means into the hands of people in need. It commits the signatories to providing 25 per cent of global humanitarian funding to local and national responders by 2020.